

AN EXAMINATION OF LAND USE CONCERNS IN A PORTION OF THE 86TH STREET CORRIDOR

**A report to the Metropolitan Development Commission
by the Division of Planning and Zoning, Department of
Metropolitan Development**

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I. INTRODUCTION

History of Development

The 86th Street Meeting

Brief History Of Development

Inspection of Division aerial photography reveals that the locale of the Eighty-sixth Street corridor between White River and Ditch Road was rural in character in 1956 with a modest cluster of commercial uses at the West-field/86th intersection serving as a "center". Large farms dominated the general area.

About 1959-60 urban-type development began to take form. The North Central High School Complex (first school constructed 1956) and the Nora Center represented the nucleus of the nodal concept which was to result from the addition of multi-family residential development, YMCA, and other central service uses in that vicinity. Greenbriar center and the ultimate developments at the Ditch Road/86th Street intersection likewise represented a commercial node.

The Metropolitan Plan Commission and the planning staff worked with developers and citizens during the late 1950's and the 1960's attempting to achieve an orderly pattern of development. The character (and to some degree the quality) of development in the county has been the responsibility of the Metropolitan Plan Commission and its successor, the Metropolitan Development Commission under Unigov. The early Boards of Zoning Appeals and the use variance also contributed to the land use pattern -- some of it disruptive.

There has been a continuing debate in the community regarding land use along the thoroughfares. Similar interest in the 86th Street Corridor and North Meridian Street has led to frustration on the part of all involved, and has prompted this study. The Metropolitan Development Commission has directed the Division staff to review conditions in the 86th Street corridor -- that territory along 86th between Keystone and Ditch Road and including important cross-arteries (Map 1) -- and to make recommendations for adjustments to the Comprehensive Plan and development standards.

This report looks at several problems in addition to land use. These are surface drainage, liquid waste disposal and traffic. In addition, the Division staff has invited comment from interested parties. These are discussed in the following pages.

The 86th Street Meeting--June 12, 1979

As a lead-off step in the study, owners of vacant lots and parcels and members of the Nora Community Council representing the Community interest were invited to discuss land use and development matters of immediate interest with Division staff. This was accomplished at a meeting on June 12. Comments recorded at the meeting are summarized on the next two pages. The comments and the Commission's instructions to the DPZ staff are taken together as problem statements for the study. The diametric contradictions in statements made at the meeting require the study and recommendations to be presented with thoroughness and caution.

Owners' Ideas for Their Land

86th & Ditch, quarter mile east of intersection: Plan shows medium density residential; owners want to use land for commercial.

86th & Spring View Drive: Plan shows suburban residential; owner has developed small subdivision, but wants to use two lots with 86th Street frontage for commercial.

86th & Meridian, northwest quadrant: Plan shows suburban residential; owner says this is not realistic. Believes it is reasonable to have office development similar to North Meridian corridor between 88th and 93rd.

86th & Meridian, vicinity: Plan shows suburban residential; owner of several acres intends to maintain residential nature of corridor, favors highrise condos or apartments.

86th & Meridian, northeast quadrant, and 86th & College, southwest corner: Plan shows both suburban residential; owner proposes commercial buildings, the design and landscaping of which will be highly compatible with residential neighborhood.

86th & Keystone, southwest quadrant (east of Haverstick): Plan shows commercial; owner did not suggest a specific use, but felt heavy traffic, unusual shape of vacant parcel, and adjacent furniture store argued for commercial.

Owners' Comments

Residential use along 86th Street is neither probable nor the highest and best use.

It is difficult to maintain occupancy of rental housing near 86th & Washington Blvd. due to traffic problems.

Only idealists would think that 86th Street will not become commercial.

Houses on the east side of Meridian between 86th and 88th are a questionable continued use.

Sanitary sewers are needed, and drainage problems must be addressed.

Nora Community Council Comments

Most vacant land is in the hands of speculators; profit should not be the criterion for approving a land use that can destroy a residential neighborhood.

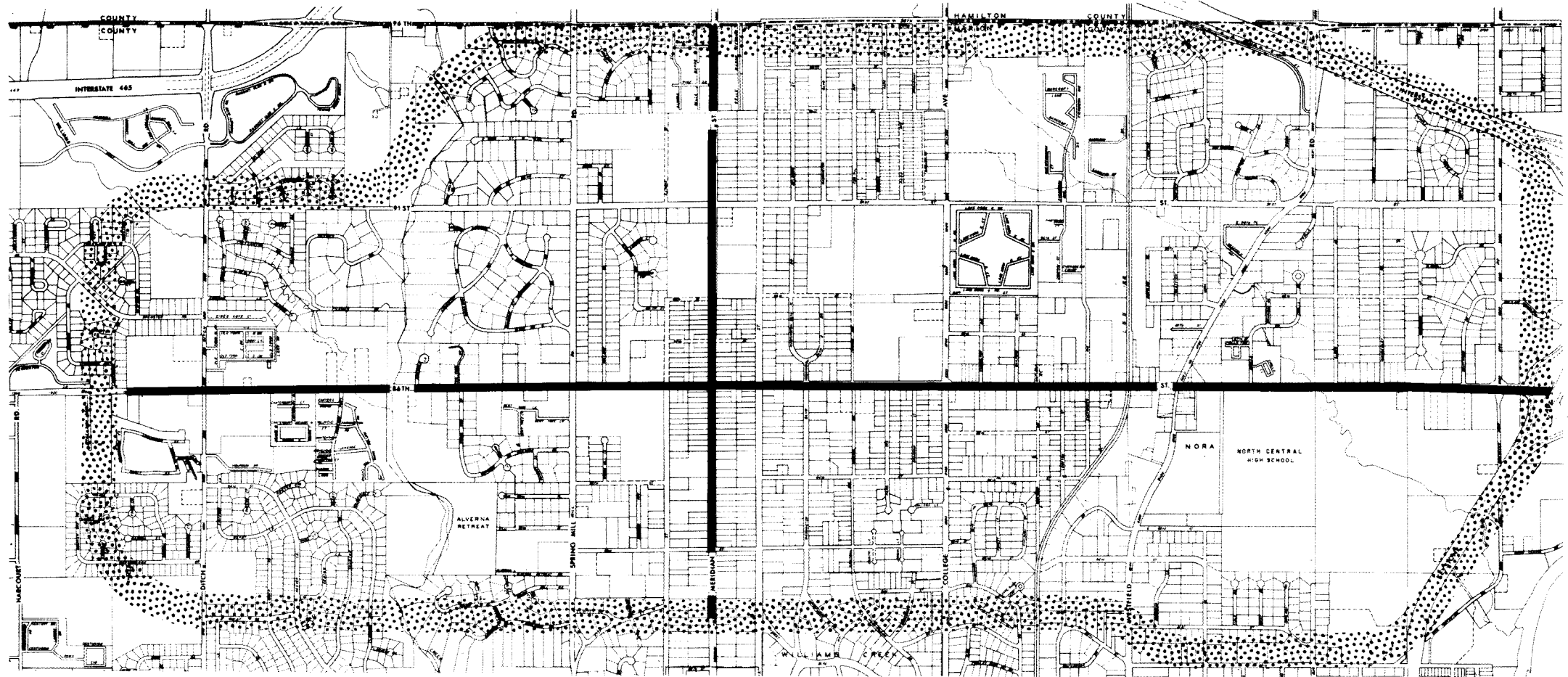
There is nothing wrong with profit, but it is not justified when it hurts others.

Maintain the residential nature of 86th Street. Examples of a desirable trend are the Sugar Tree single-family PUD at 86th and Spring Mill and some new residences on Meridian south of 86th.

Only an idealist would think that 86th Street will become commercial.

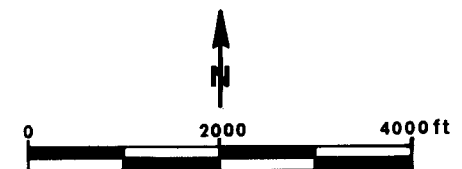
Spot zoning leads to strip zoning which leads to the ultimate destruction of residential values; examples are Arlington, Keystone, and 38th.

The people have relied upon planning and zoning to protect their residential investments. We cannot always follow our desires (for commercial development), but must respect neighborhood and community interests.



——— 86th Street and Meridian Street
 Study Area Limits

Map 1 86th STREET CORRIDOR STUDY AREA



II. DEVELOPMENT CONCERNS

Changes in the Comprehensive Plan

Land Use, Zoning, and the 1977 Comprehensive Plan
Questionnaire

Traffic and Its Effect on Residential Use

Liquid Waste Disposal

Surface Drainage

Changes in the Comprehensive Plan

Comparing the adopted Comprehensive Plan maps from 1965 (first official plan) to the present (1977) plan indicates the changes in the original pattern in response to development trends. These are shown for the commercial and multi-family categories on Map 2 and in Table A.

1965 -- The original plan shows the developing center at Nora and proposals for commercial activity at Ditch Road/86th and Meridian/96th. The potential for complementary support between commercial and multi-family dwellings is shown by the multi-family pattern.

1970 -- Increased interest in commercial potential at the Nora Shopping Center, a nucleus of commercial at Meridian/86th and additional multi-family support. Commercial area was increased by 65 acres and multi-family by 148 acres in the period from 1965.

1977 -- The most dramatic changes have occurred in the 1970-77 years. Commercial potential was reduced in the Nora area by 38 acres with a net increase from 1965 to 1977 of 27 acres. 96th/Meridian (actually the 88th-96th vicinity on Meridian) has experienced a dramatic change. The potential for an impressive, quality development still exists.

Ditch Road/86th also shows substantial change with the introduction of 33 acres of commercial and 23 acres multi-family in the 1965-77 period.

Current development activity will reduce the available commercial acreage (54) and multi-family acreage (213) shown in Table A.

Land Use, Zoning, and the 1977 Comprehensive Plan

In conjunction with the following discussion, reference should be made to the following maps, and to the skeleton 1977 Comprehensive Plan on Map 2:

Map 3. Existing Land Use

Map 4. Zoning

Map 5. Plan Designated Use of Vacant Land

The outstanding features of the 86th and Meridian Streets area are evident even from a glance at the land use map. Three commercial centers sit near major intersections in the midst of the low-density single-family subdivisions typical of northern and western Washington Township. Two of them--Nora Plaza shopping center and associated development along 86th Street

TABLE A





Planned Land Use In 86th And Meridian Streets Study Area

ACRES OF LAND							
Vicinity / Year	1965	1970	Change 1965-70	1977	Change 1970-77	Change 1965-77	Remaining Vacant Land
<u>86th & Ditch</u>							
Commercial	10	10	0	43	33	33	0
Multi-family	58	58	0	83	23	23	15
<u>96th & Meridian</u>							
Commercial	5	3	-2	92	89	87	38
Multi-family	0	27	27	18	-9	18	0
<u>Nora Area</u>							
Commercial	100	165	65	127	-38	27	10
Multi-family	20	168	148	273	105	253	98
<u>86th & W. of Keystone</u>							
Commercial	0	0	0	12	12	12	6
Multi-family	80	154	74	114	-40	34	100
<u>TOTAL</u>							
Commercial	115	178	63	274	96	159	54
Multi-family	158	407	249	488	81	330	213

Many other vacant parcels are shown in the 1977 Plan as suburban or low-density urban residential (see maps).

86th STREET CORRIDOR STUDY AREA

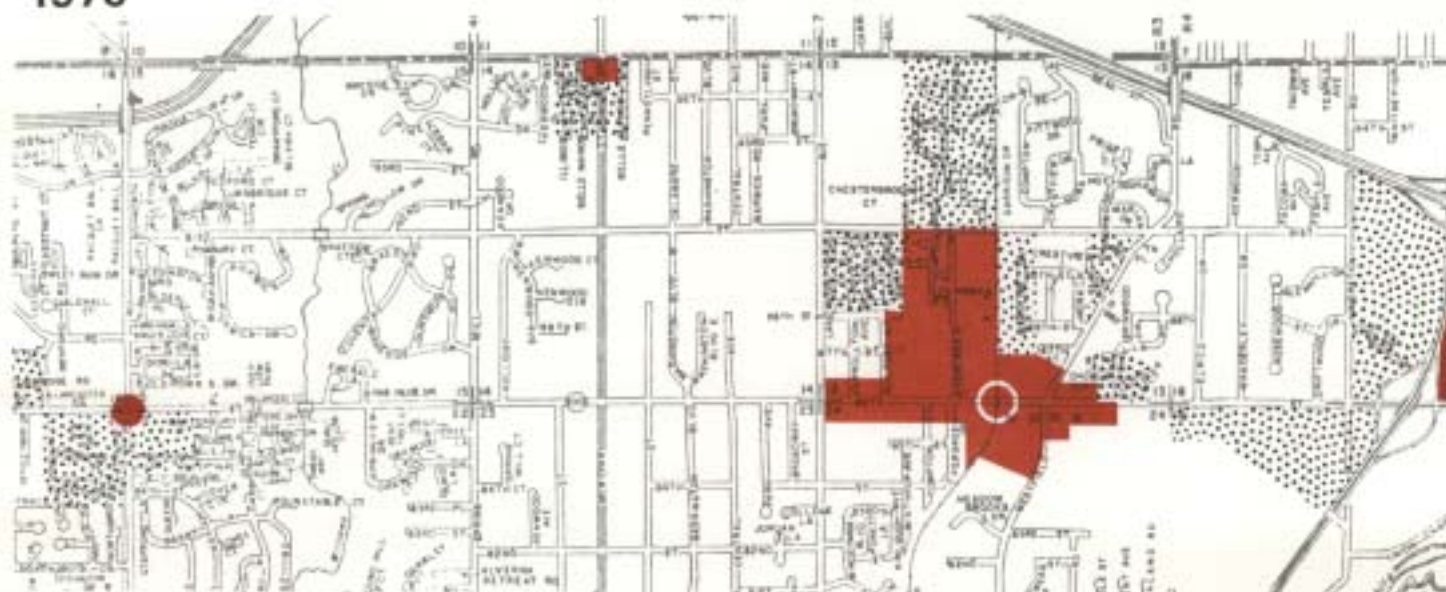
Map 2
CHANGES IN THE COMPREHENSIVE PLAN
1965-1977

-  _____ **Single-Family Residential and Special Use**
-  _____ **Multi-Family Residential**
-  _____ **Commercial**
-  _____ **Minor Commercial Center**

1965

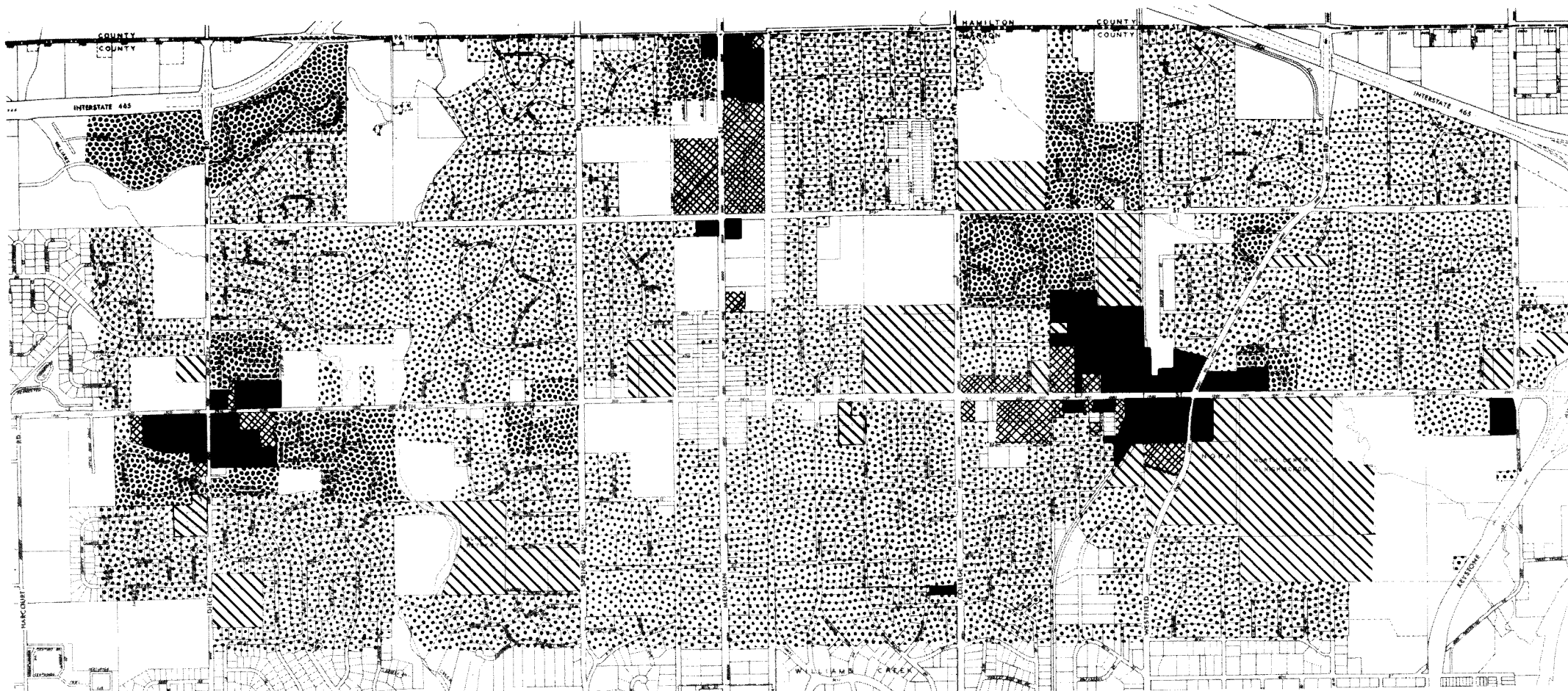


1970








1977



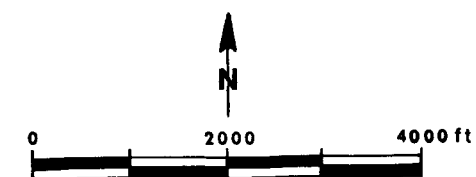


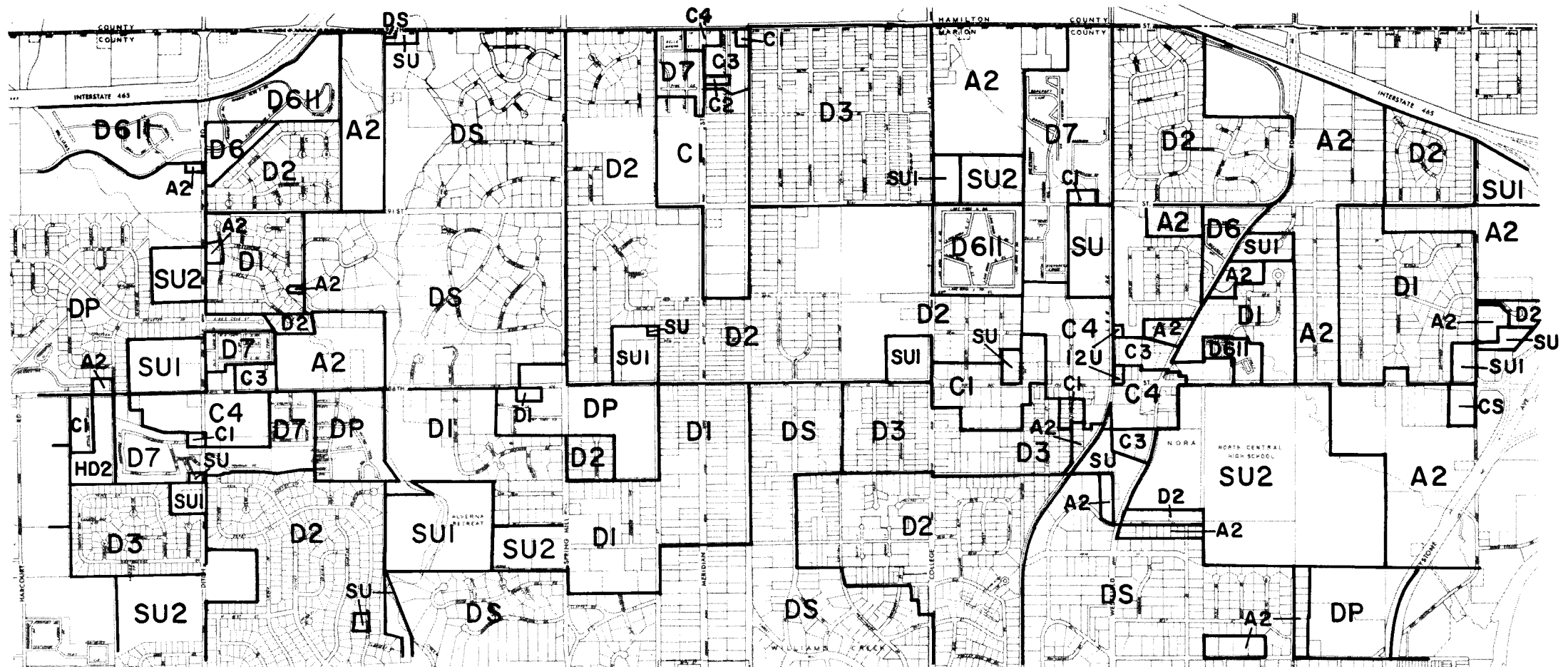
86th STREET CORRIDOR STUDY AREA

Map 3 EXISTING LAND USE JUNE, 1979

-  Retail Commercial
-  Buffer Commercial
-  Public, Semi-public and Special Use
-  Apartments and Condos
-  Single-family Houses

Note: Small vacant parcels are not shown except along 86th Street.



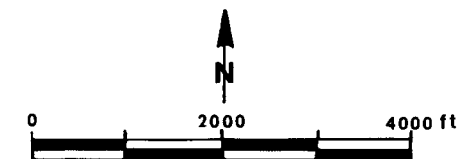


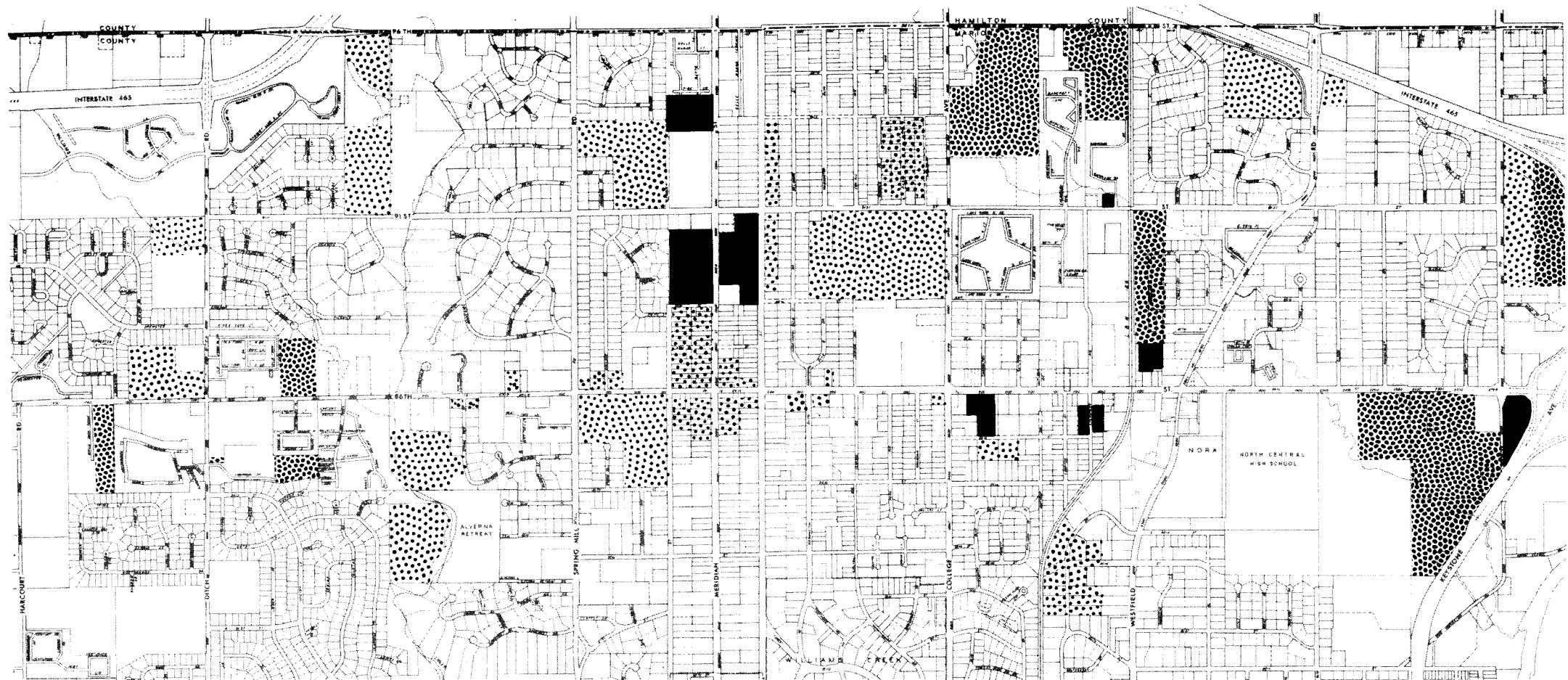
DS, DI, D2 _____ "Suburban" Dwellings
 D3 _____ Low-Density Dwellings
 D6, D6II, D7 _____ Medium-Density Dwellings
 DP _____ Planned Unit Development
 CI _____ Office Buffer Commercial
 C3, C4 _____ Retail Commercial
 CS _____ Special Commercial
 I2U _____ Urban Light Industrial
 SU1, SU2, SU _____ Church, School, Other Special Use
 HD2 _____ Hospital District
 A2 _____ Agriculture District

86th STREET CORRIDOR STUDY AREA

Map 4

ZONING AS OF JUNE, 1979





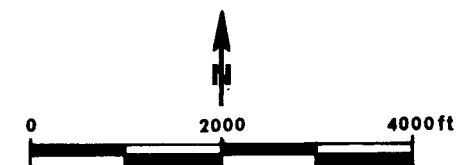
86th STREET CORRIDOR STUDY AREA

Map 5

1977 COMPREHENSIVE PLAN. VACANT LAND DESIGNATIONS

- Commercial
- Medium-Density Residential
- Low-Density Residential

Note: Small vacant parcels are not shown except along 86th Street.



between College and Westfield, and the shops at 86th and Ditch--are cores of suburban activity clusters which include offices, apartment complexes, condominiums, one or more schools and churches, and public services such as a library and fire station. The third center, between 91st and 96th Streets along Meridian, has grown quickly from one apartment complex and a few gas stations into an important suburban office concentration; the opening of the Meridian North shopping center early in 1979 adds convenience shopping to the activities at the county line. The 86th and Keystone interchange has spawned a furniture store in the study area, and it is noted that St. Vincent's Hospital and Keystone at the Crossing's specialty shops and restaurants are located just outside the area on the west and the east, respectively.

The bulk of the street frontage between the centers is occupied by single-family houses and a few churches with a limited amount of vacant land. Most of the houses have direct access to the street, but those along the east side of Meridian between 86th and 88th have access from frontage roads. Three of the corners at 86th and Spring Mill are zoned for planned unit developments (DP); the Round Tree condominiums and Sugar Tree cluster houses are under construction there. The Nora Area Land Use Policy Resolution of November, 1975, set College Avenue as the limit for westward expansion of the Nora commercial center, but this has not prevented several home occupations, one or two of which are of unsettled legality, from being established in its vicinity. In the houses along 86th are two insurance offices and the offices of an attorney, a realtor, a dentist (east of Nora Plaza), a podiatrist, and an optometrist.

One cannot, in the 86th and Meridian area, keep one's eye upon the doughnut and ignore the hole. Vacant land is still easy to find, even though the frontier of metropolitan Indianapolis is now far north of the county line. Many of the spaces exceed ten acres in size; several smaller parcels are of yet greater interest because they enjoy 86th Street frontage. All four corners at 86th and Meridian are vacant. There is, in fact, only one church occupying frontage between Spring Mill and Pennsylvania. On the west side of Meridian, there is but one house between 8500 N and the gas station at 91st. It sometimes happens that vacant land along a busy thoroughfare is touted for commercial development, "subject to zoning." Such promotions to the contrary, the 1977 Comprehensive Plan and the current zoning structure maintain a pattern of high-density commercial centers in a matrix of low-density housing.

The current Plan nearly duplicates the actual boundaries of the existing commercial and multi-family clusters at 86th and Ditch and at Nora Plaza. Both areas are "neighborhood centers," the smaller of the two center categories on the Plan: they provide a full range of convenience shopping but lack a major department store branch. Vacant land north and east of the apartments in the Nora cluster is planned for medium-density (multi-family) residences; only three pieces of planned commercial land are undeveloped. In the 86th and Ditch cluster, only a 9-acre planned multi-family parcel east of the Old Town Shops is vacant. The planned North

Meridian strip, on the other hand, anticipates commercial development by extending over 1000 feet across vacant land south of the last business place at 91st. The Plan also shows as commercial an area in the southwest quadrant of the 86th and Keystone interchange. The area includes the aforementioned furniture store and a vacant parcel; south and west of this parcel is planned multi-family land, now mostly vacant.

Zoning in the 86th and Meridian area corresponds closely to the 1977 Plan. The place of planned suburban-density residential land is taken by A2, DS, D1, and D2 zoning districts. The Plan's low-density urban residential areas are matched with D3 zoning, and with DP in one case; the new DP developments at 86th and Spring Mill were not anticipated by the Plan. Apartment complexes with D6 and D7 zoning appear on the Plan as medium-density urban residential areas. Where the Plan anticipates apartment-building north of Nora Plaza, land for an extension of one complex is already zoned D7, while other land is vacant and zoned A2 and D2. Similarly, a vacant part of the planned multi-family residential buffer around the Ditch Road commercial core is zoned A2. Schools, churches, public buildings, and the Nora electric substation all have the appropriate special use (SU) zoning, but only the largest special use, the North Central High School/Northview Junior High/Jordan YMCA complex, is so designated on the Plan.

The two commercial cores on 86th Street, around Nora Plaza and around the Ditch Road intersection, illustrate a match of zoning and plan. The only anomaly is a drive-in restaurant with D3 residential zoning along 86th Street in the Nora area. The North Meridian commercial strip is largely taken up by C1 Buffer Commercial zoning. Land which was planned as a southward extension of the Belle Meade Manor Apartments has recently been rezoned from D7 to C1. South of 91st Street, however, a parcel of about 20 acres on the west side of Meridian is still vacant with D2 residential zoning. The 1977 Plan allocated a half-block-wide strip for commercial use between 9300 N and 96th Street on the east side of Meridian; however, approval was given to widen this area, and the Meridian North shopping center and office complex now occupies all of the land between Meridian and Pennsylvania in that vicinity. A high earthen berm shields the houses on Pennsylvania. Most of the present interest in development at Keystone and 86th seems to concentrate on the east side of Keystone, which is outside the study area. Land which the Plan shows for multi-family residential use east of the high school and along Keystone is therefore still zoned A2. The same is true of the planned commercial parcel south of 86th between Haverstick and Keystone. Only the furniture store, zoned CS Special Commercial, marks the interchange commercial area which the 1977 Plan delineates.

Questionnaire

An effort was made to determine more directly the attitudes of residents along 86th and Meridian Streets toward traffic conditions and land use changes in the corridor. This was done by means of a mail-out questionnaire (See Appendix).

At the June 12 meeting with owners of vacant land and Nora Community Council representatives, a prominent issue was the livability of houses along heavily traveled streets. Those wanting to sell or develop land for commercial uses typically held that high traffic volumes on 86th Street and Meridian Street prohibited new residential development and would eventually drive away the householders along these streets. Nora Council representatives pointed in reply to new houses on Meridian south of 86th Street and to the condominium and cluster home developments at 86th and Spring Mill Road.

The 86th and Meridian Streets Questionnaire was prepared by the DPZ staff to solicit the opinions of households for which the livability issue has daily relevance. The short survey form, with a cover letter (see Appendix), was mailed on July 11 to the owners and occupants of houses on lots touching either 86th Street or Meridian Street. The questions were meant to uncover perceptions of and reactions to traffic and land use change. Residents were also asked how long they had lived in their present house, and a code number indicated from which of five street segments the questionnaires were returned. A summary of responses follows.

SURVEY RESPONSE

<u>Survey response, by street segment:</u>	<u>Number Mailed</u>	<u>Number Returned</u>	<u>Percent Returned</u>
1. West 86th, Meridian to Ditch	14	8	57
2. East 86th, Meridian to College	13	11	85
3. East 86th, NCHS to Keystone	14	10	71
4. 8400-8600 Meridian	13	9	69
5. 8600-8800 Meridian	9	4	44
TOTAL	63	42	67

QUESTION ONE

"How long have you lived in your present house?"

<u>Length of residence, by segment:</u>	<u>Years</u>				<u>Median</u>
	<u>0-4.9</u>	<u>5-9.9</u>	<u>10-14.9</u>	<u>>15</u>	
1. West 86th, Meridian to Ditch	2	0	2	3	12.1
2. East 86th, Meridian to College	4	2	3	2	9.3
3. East 86th, NCHS to Keystone	2	3	0	5	16.3
4. 8400-8600 Meridian	2	5	0	2	8.9
5. 8600-8800 Meridian	2	0	0	2	11.0
ALL SEGMENTS	12	10	5	14	9.5

The median, the "middle" number in an ordered list of the years of residence, gives in this case a better description of a typical household than does the mean (average).

QUESTION TWO

"Have you noticed changes in your immediate area since you moved into your house?"

The great majority of respondents had noticed changes, but the specific changes they listed were already documented in our study. A few statements have been treated as development comments; they appear in the Appendix.

QUESTION THREE

"How does traffic noise on your street affect you"?

	Street Segment					Total	
	1.	2.	3.	4.	5.	No.	%
I'm never aware of it.	0	1	3	1	0	5	12
I sometimes notice it, but it is not a problem.	1	7	3	4	2	17	41
It occasionally bothers me.	4	0	4	3	2	13	32
It is a disadvantage to living here.	2	3	0	1	0	6	15

QUESTION FOUR

"If other people on your street continue to maintain their homes, and the immediate area remains residential, would traffic conditions alone cause you to consider moving to another house?"

	Street Segment					Total	
	1.	2.	3.	4.	5.	No.	%
Yes.	2	3	1	2	0	8	20
No.	4	8	5	6	3	26	63
Don't Know.	1	0	4	1	1	7	17

QUESTION FIVE (Areawide Response)

"If the closest piece of vacant land on your street is built upon and that land is thereafter legally occupied by one of the non-single-family residential uses in the list below, would this cause you to consider moving to another house?"

<u>Land Use</u>	<u>Would Consider Moving</u>	<u>Would Not Consider Moving</u>	<u>Depends on Design; Don't Know</u>
Apartments	15	14	11
Small Office Building	17	15	6
Large Office Building	21	11	6
Retail Commercial	26	8	5

The same responses, organized as they came from the five street segments, are on page 16.

QUESTION FIVE (Response by Street Segment)

QUESTION FIVE (Response by Street Segment)

"If the closest piece of vacant land on your street is built upon, and that land is thereafter legally occupied by one of the non-single-family residential uses in the list below, would this cause you to consider moving to another house?"

		Don't													
		Yes	No	Don't			Yes	No	Don't			Yes	No	Don't	Street Segments
		5		Know			2		Know			3		Know	
1	Apts.	1	5	2	86TH	STREET	5	4	1	Apts.	Small Office	1	3	6	1. West 86th, Meridian to Ditch 2. East 86th, Meridian to College 3. East 86th, NCHS to Keystone 4. 8400-8600 Meridian 5. 8600-8800 Meridian
	Small Office	3	5	0			2	7	1			2	2	5	
	Large Office	3	5	0			3	3	4			5	2	2	
	Retail	3	4	1			6	2	2			5	2	2	
2	Apts.	3	0	0	86TH	MERIDIAN	5	2	2	Apts.	Small Office	1	3	6	1. West 86th, Meridian to Ditch 2. East 86th, Meridian to College 3. East 86th, NCHS to Keystone 4. 8400-8600 Meridian 5. 8600-8800 Meridian
	Small Office	2	1	0			2	1	0			2	2	5	
	Large Office	2	1	0			3	3	4			5	2	2	
	Retail	4	0	0			6	2	2			5	2	2	
3	Apts.	1	5	2	86TH	STREET	5	4	1	Apts.	Small Office	1	3	6	1. West 86th, Meridian to Ditch 2. East 86th, Meridian to College 3. East 86th, NCHS to Keystone 4. 8400-8600 Meridian 5. 8600-8800 Meridian
	Small Office	3	5	0			2	7	1			2	2	5	
	Large Office	3	5	0			3	3	4			5	2	2	
	Retail	3	4	1			6	2	2			5	2	2	
4	Apts.	5	2	2	86TH	MERIDIAN	5	2	2	Apts.	Small Office	1	3	6	1. West 86th, Meridian to Ditch 2. East 86th, Meridian to College 3. East 86th, NCHS to Keystone 4. 8400-8600 Meridian 5. 8600-8800 Meridian
	Small Office	8	0	0			2	1	0			2	2	5	
	Large Office	8	0	0			3	3	4			5	2	2	
	Retail	8	0	0			6	2	2			5	2	2	
5	Apts.	3	0	0	86TH	STREET	5	4	1	Apts.	Small Office	1	3	6	1. West 86th, Meridian to Ditch 2. East 86th, Meridian to College 3. East 86th, NCHS to Keystone 4. 8400-8600 Meridian 5. 8600-8800 Meridian
	Small Office	2	1	0			2	7	1			2	2	5	
	Large Office	2	1	0			3	3	4			5	2	2	
	Retail	4	0	0			6	2	2			5	2	2	

QUESTION SIX

"If an adjacent residential property is converted to one of the non-single-family residential uses in the list below (assume, for this example, that a new building is erected on the property), would this cause you to consider moving to another house?"

Responses to Questions Five and Six were identical on 34 of the 42 returned questionnaires. Therefore, Question Six is not tabulated separately.

QUESTION SEVEN

" . . . Your thoughts and ideas about further or final development along 86th Street and Meridian Street . . ."

	Street Segment					Total
	1.	2.	3.	4.	5.	
Favors or concedes commercial use	3	8	2	0	1	14
Favors residential, church, or school	2	1	3	6	3	15
Other comments	1	1	3	2	0	7

Full responses are in the Appendix.

Some Conclusions from the Questionnaire:

1. Traffic is not an all-consuming concern of individual respondents. 53 percent do not consider traffic noise a problem for them, although 15 percent cite it as "a disadvantage to living here." Other things remaining as they are, 63 percent of respondents would not be prompted by traffic conditions to consider moving to another house (another 17 percent are uncertain).
2. On the other hand, traffic is mentioned many times in the comments, both to support the conversion of the whole area to non-residential uses and as an argument against adding more traffic-generating uses.
3. The development of a retail commercial use nearby would cause the largest number of respondents to consider moving, followed by a large office building, a small office building, and apartments (about which the most "Don't know" responses were made.) Meridian St. residents are most consistently opposed to non-single-family residential developments, followed by residents of 86th Street east of the high school and 86th Street west of Meridian. A majority of respondents from 86th Street between Meridian and College would accept a small office building in the area; evidence for this is plentiful in both the comments and the structured question (See 4, following).
4. Written comments were added by 36 of the 42 respondents. (See appendix). Fourteen comments favor some form of non-residential development in the residential or vacant portions of the study area. The strength of this response varies from commercial conversion of the entire 86th Street corridor between Ditch and Keystone to approval of small office buildings on certain vacant lots. The center of this interest is Street Segment 2, 86th Street between Meridian and College, where several home occupations are already located. A few respondents (not just those in Segment 2) imply that a city policy allowing commercial rezoning will increase the value of their land when they decide to move away from the study area, but others favoring certain non-residential uses apparently would remain for some time as neighbors of new uses. Respondents favoring new residential development are divided into a "single-family houses only" camp and a "houses, condos, and apartments" camp. Their opposition to more commercial developments is often emphatic.

Traffic and Its Effect on Residential Use

The portion of 86th Street in the Study Area is the busiest east-west route between 38th Street and I-465 on the Northside, and one of the busiest in the city, after 38th Street, Washington Street, W. 16th Street, and the freeways. Traffic volumes on the northern part of Meridian are similar to those on much of Northwestern, and are exceeded on north-south routes by Keystone, Shadeland, Lafayette, S. R. 37, the freeways, and short segments of other streets. The actual traffic counts from which some of these comparisons were made are shown in Table B.

It was said more than once at the June 12 meeting -- always by owners of vacant parcels -- that land fronting on 86th Street can not be used successfully for dwelling purposes because of the heavy traffic on the street. The Division's transportation planners researched this point and report the following:

After reviewing the available literature, I was not able to determine a point where high traffic volumes on arterial streets would prohibit residential development. This is due to close association between an individual's attitudes and lifestyle and the extent to which he is annoyed by high traffic volumes. In a survey of residents' satisfaction with the street they live on taken in the mid-Seventies in San Francisco, 21% of those surveyed preferred living on a busy street to living on a quiet street. This percentage increased to 33% for those residents living on streets with traffic volumes of over 10,000 Average Daily Traffic.

These findings support the concept of "Environmental Selection," which states that an environment tends to be selected by those groups who find it most amenable and to be rejected by those who find it least amenable.

People are least likely to be satisfied with the residential environment where they perceive an area's street environment differently from its actual condition. For example, a person moving onto a street he believes is a quiet local street experiences a high degree of dissatisfaction when he discovers that it carries a substantial level of traffic. Where people expect traffic to be heavy, they adapt their behavior to the situation, and traffic is tolerated.

This concept is further supported by the findings of a local study on the impact of traffic volumes on residential land use suitability, performed for the Metropolitan Development Commission in 1975.⁽¹⁾ This study, which examined residential activity in terms of property values along Keystone Avenue between 30th and 38th Street over a seven-year period, suggests that traffic volume does not as a single factor lower desirability and value for continued residential use.

⁽¹⁾ Edward L. White Appraisers, "Traffic Impact on Residential Land Use", 1975.

TABLE B: AVERAGE DAILY TRAFFIC
2-Way, 24-Hour Traffic on Major Streets

STREETS IN THE STUDY AREA (Date of count)

86th Street (1978)

Ditch Rd.	Spring Mill	22100
Spring Mill	Meridian	22500
Meridian	College	20900
College	Nora Plaza	24800
Nora Plaza	Westfield	27800
Westfield	N.C.H.S.	24100
N.C.H.S.	Keystone	22000

Meridian Street (1978)

82nd St.	86th St.	17800
86th St.	91st St.	19000
91st St.	96th St.	20400

Ditch Road (1979)

79th St.	86th St.	12500
86th St.	91st St.	10000

College Avenue (1977)

82nd St.	86th St.	8100
86th St.	91st St.	8200
91st St.	96th St.	6600

Westfield Boulevard (1978)

80th St.	86th St.	8300
86th St.	91st St.	8700
91st St.	96th St.	9200

OTHER NORTHSIDE THOROUGHFARES

Land Use: Predominantly Residential

Meridian Street--from 38th St. to 64th St. (1978):
Range 17900-21400, Average 19300

Kessler Boulevard, E. Dr.--from Westfield Blvd. to Keystone Ave. (1977):
Range 14200-18200, Average 16200

46th Street--from Fall Creek Pkwy to Shadeland Ave. (1977):
Range 12500-19900, Average 15800

Allisonville Road--from Kessler Blvd. to 79th St. (1979):
Range 10100-11800, Average 10900

Land Use: Commercial or Mixed

38th Street--from Illinois St. to College Ave. (1977):
Range 32300-39300, Average 35700

Keystone Avenue--from 52nd St. to 75th St. (1977):
Range 25900-35300, Average 30800

38th Street--from Meadows Dr. to Arlington Ave. (1977):
Range 21200-23700, Average 22500

Meridian Street--from Fall Creek Pkwy to 38th St. (1978):
Range 21500-22900, Average 22100

Northwestern Avenue--from Cold Springs Rd. to Westlane (1977):
Range 16500-21700, Average 19500

Liquid Waste Disposal

In general, most Study Area apartment, commercial, and institutional land uses are served by sanitary sewers, while most single-family dwellings utilize on-site septic tank systems for disposal of liquid wastes. Map 6 shows existing sanitary interceptor sewers and the areas served.

It should be noted that the map does not show private or local sewers due to their complexity and the map scale. Also, the areas served, in some cases, may not be shown accurately due to incomplete records and the existence of private sewer service agreements among individual property owners.

According to Department of Public Works engineers, existing interceptor sewers are capable of serving the entire Study Area. At this writing, however, no new areas can be served until the capacity of the Broad Ripple lift station is increased. This temporary situation is expected to be corrected in about one year. Once the lift station's capacity has been increased, it will become possible for unsewered areas to install local sewers, using the Barrett Law process.⁽²⁾ One new Barrett Law project along College Avenue is nearly complete, and two others in the Study Area are being processed.

The Division of Public Health of the Health and Hospital Corporation provided information about septic system conditions in the Study Area. While that agency has not conducted any detailed, comprehensive surveys throughout the area, spot inspections and response to individual complaints have provided enough information for the Public Health Division to delineate septic system problem areas. These are also shown on Map 6.

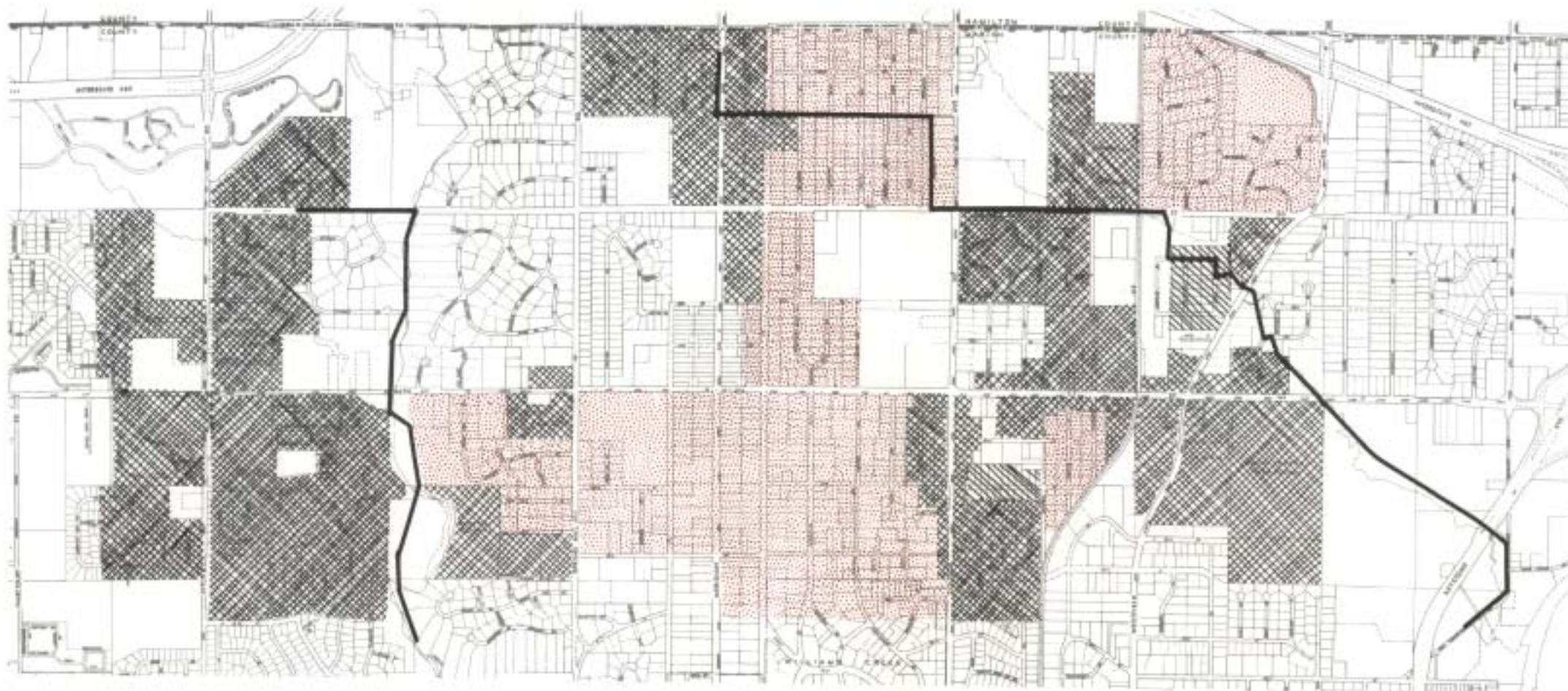
The areas shown on the map cover locations where enough known failures have occurred to establish a pattern. This does not necessarily mean that every individual system in the area has failed, or conversely, that no failures have occurred outside of the areas shown.

Surface Drainage

Land development activities have not always handled drainage properly in the Study Area. Government and developers share in the responsibility for this, and northern Washington Township has not escaped the consequences. Although Williams Creek crosses the western part of the Study Area in a small but well-developed valley, and the eastern edge of the Area is on the margin of the White River flood plain, the central portion is a nearly level surface lacking well-defined natural drainage channels. Urban development here not only reduces the uncovered ground surface into which rain and meltwater could infiltrate -- adding it instead to the sluggish surface flow -- but also almost inadvertently obstructs many shallow natural drainageways.

The SCS District Soil Conservationist has given the Division a copy of his August 1979 drainage study of Holly Creek, a minor tributary of White River. The rapid commercial development occurring on Meridian north of 86th Street is at the headwaters of Holly Creek and a branch of Williams Creek. The study follows the creek southeastward across 86th Street (at Park Avenue), as far as the corner of

(2) The process whereby local sewer installation is initiated by, and costs assessed to the benefited property owners.



86th Street Corridor Study Area

Map 6

SEWERED AREAS AND SEPTIC SYSTEM PROBLEM AREAS

- Sanitary Interceptor Sewers
- ▨ Served by Public Sewers
- ▧ Barrett Law Petition in Process
- ▩ Septic System Problem Areas





Boundary of Commercial Cluster
on 1977 Comprehensive Plan



Recommended Commercial Expansion



Recommended Buffer Commercial Expansion

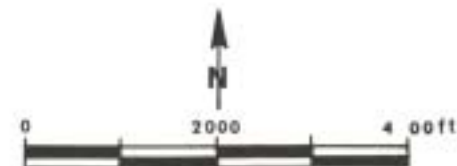


Recommended Medium-density Residential Expansion

86th STREET CORRIDOR STUDY

Map 7 COMPREHENSIVE PLAN ADJUSTMENTS

Note: Buffer commercial is not shown separately on the 1977 Plan. MDC Policy Resolutions have specified buffer uses on several parcels, however.



82nd and College. The study identifies specific problems of the following kinds:

1. Buildings in or too close to the stream channel. The temporary ponding which results during high flow periods inconveniences or threatens damage to not only the offending structure but neighbors as well.
2. Culverts too small to handle peak flows. As in Problem 1, the channel is constricted and the results are the same. The free flow of water through an entire stream system is limited to the capacity of the narrowest reach, be that a culvert or a constricted open channel.
3. Culverts set too high in a road embankment. Ponding occurs until water attains the level of the culvert. In nearly level areas, the ponded water may escape through a low point in what is normally its drainage divide, contributing to heavy flow in another stream or branch of the same stream.
4. Increased runoff from impermeable surfaces. A portion of the rain falling on unsaturated open ground infiltrates the soil, while another portion flows across the surface as runoff. All of the rain falling on a roof, a street, or a parking area becomes runoff, overloading natural drainage ways and outdated man-made improvements (e.g. culverts) after even moderate rainfall.

The Holly Creek report recommends several elements of a solution to the area's drainage problems. Although the location of improvements is important, the following list summarizes the main types of actions:

1. Channel improvements. Culverts are lowered and widened to increase their capacities. Shallow and winding natural drainageways are "channelized," replaced (in part) by deeper, graded man-made channels with grassy slopes and concrete bottoms (in some places). An all-concrete flume is installed where previous development leaves no room for a channel.
2. Floodway designation. This government action prohibits construction within a certain distance of the centerline of a channel. Floodways have not been designated on the upper reaches of many streams; early designation and control, before adjacent land is developed, will eliminate encroachment by buildings and simplify the task of making channel improvements.
3. Retention basins. Man-made lakes or dry basins hold the runoff from paved surfaces. A "natural" amount of water enters the stream system during the storm or melt--hence channel improvements may still be needed--but the rest is released gradually later.

Unless evaporation and infiltration into the streambed are significant, the amount of water in a given channel increases downstream as the channel is joined by tributaries. Therefore, any number of improvements on a stream's upper reaches, especially if they cause runoff to drain away faster, will only bring grief to property owners around the one inadequate culvert downstream. Areawide studies and solutions are essential if drainage problems are not simply to be relocated. Cooperation is needed from private property owners when easements are sought for rerouted channels, from businesses installing retention basins and new roadside culverts, and from government agencies enforcing floodplain regulations and drainage design standards for public and private construction.

III. CONCLUSIONS

Planning for Development

The Issues in Commercial Use and Change

Enough Commercial Land

Boundary Conflicts

Energy Use

Planning For Development

The plan for this and other sections of the county is based upon the nodal concept of activity generators and service areas. Where some uses do not have local service areas, or under other special circumstances, modifications are indicated. The Comprehensive Plan for Marion County constitutes the official plan for the 86th Street Study Area. With the exception of a few individual nonconforming uses, development is occurring according to the plan.

The plan has been modified from time to time by the Metropolitan Development Commission in response to requests for consideration of special developments, such as the office buildings for Meridian Street north of 86th Street. More important, the plan is adjusted periodically (five-year cycle) to reflect current trends in land use needs and the market -- such as in office parks, enlargement of retail trading center, multi-family area, etc. This requires open discussion and maximum communication among the participants in city-building. Operating in this manner enables those involved in the process to deliberate on changes and contribute to the result.

The "neighborhood plan" is a refinement of the above approach. While patterned after the County Comprehensive Plan, the neighborhood plan is more definite about the land use, transportation, and community facilities components and the supporting implementation. Such a plan makes block-by-block proposals for land use and development. Some plans examine the capital improvements needed in the area, as well as zoning treatment. The neighborhood plan is most productive when applied to older, in-city areas where age and obsolescence require a renewal and revitalization of structures and sense of community.

Although these procedures together are a good basis for orderly development, no plan can anticipate all of the possible uses of the land, changes in technology, marketing methods, or new products which may warrant accommodation. Therefore the assumptions of particular plans must be reviewed and adjusted from time to time.

The Issues in Commercial Use and Change

All of the 86th Street frontage between College Avenue and the east edge of the Ditch Road commercial center, the Meridian Street frontage south of 88th Street, and most of the 86th Street frontage between Cholla Road and Keystone Avenue, is in residential use (with some home occupations) or is designated for residential use on the 1977 Comprehensive Plan and current zoning maps. Several rezoning petitions filed and contemplated ask the Commission, in effect, to declare its intentions on commercial use of vacant lots along the two busy -- but nonetheless residential--thoroughfares. Map 5 (cited previously) shows several parcels at intersections and along major streets that have remained vacant while the rest of the Study Area has developed. One of the developers of a single-family subdivision did not build upon two corner lots on 86th Street, because he considered them to be unsuitable for single-family dwellings. At the June 12 property owners' meeting he proposed commercial uses for the lots, as did owners of some other vacant parcels.

buildings." "I much prefer seeing an attractive, well-built, properly cared-for structure on a well-kept landscape than a vacant lot that stands neglected." "If buildings (on the 86th and Meridian corner) were limited to not more than three stories, we feel it could be planned in such a way that it would blend in well with the existing residences."

Others appear to be looking for a way out of the area and want to be able to sell their houses in the hottest market: "Unless 86th is developed for business or commercial uses, the property (residential) will fall in value." "With the hit-and-miss zoning and development of 86th Street for business, residential property values have not appreciated such as in 100% residential areas." (3) "Residential is no longer the highest use of the land. Owners of the land have a problem if they want to sell, as it is unwanted for residences and zoned against commercial." A wonderfully honest response from one homeowner displays the essence of what might be called the "take-the-money-and-run syndrome":

I plan to live at this location for five to ten years. What happens after I sell my home is of no concern to me, unless the plans for that area affect the resale value of my home. Anything non-residential in the 86th and Meridian area would most likely cause me to move at that time, but that could be acceptable if I were to get something from the deal. Therefore, although I would prefer the entire area to remain residential, if, quite frankly, my own property were also rezoned I would not argue with other zoning changes.

The homeowners' comments do not tell us why businesses would want their land. A few reasons may be put forward, however. One is that 86th and 82nd Streets together are the only east-west thoroughfare without controlled access running all the way across the far Northside. In the Study Area, this route is crossed by five north-south thoroughfares -- Ditch Road, Meridian Street, College Avenue, Westfield Boulevard, and Keystone Avenue -- two of which (Meridian and Keystone) have nearby interchanges with the north leg of I-465. Traffic and accessibility attract businesses, concentrations of which generate more traffic. As long as much of the far Northside is less accessible and less visible, the bustle of 86th Street will continue to excite entrepreneurs and realtors alike.

The North Meridian area is one of the foci of the recent boom in suburban speculative office-building construction. Office complexes need more space than is offered by the small vacant lots on 86th Street, but the reasons for the boom are relevant both to small "buffer commercial" uses and to planning for large vacant parcels such as the four quadrants of 86th and Meridian intersection. A recent article in the Indianapolis Star quotes the area development manager at the Chamber of Commerce: "Some firms are downtown-oriented, others are suburban. . . . The clientele they are serving is a major factor. If a business has a lot of people coming to the office, then the suburbs begin to take on possibilities." The article lists nearly a dozen office projects, three of them on North Meridian, and continues:

(3) This respondent advocates commercial conversion. The section on land use and zoning in this report makes it clear that zoning has not been "hit-and-miss."

Tenants already are inquiring about leasing space at the new projects and, in some cases, renting is well under way. In many instances, the new construction is a result of the successful leasing of other recent projects in the same areas. There is very little space open in buildings constructed within the last five years. (4)

Success, it seems, breeds success. But should the sheer vitality of auto-oriented trade and services control all land-use decisions across four miles of 86th Street and a mile and a half of North Meridian?

Enough Commercial Land

The Comprehensive Plan recognizes that commercial uses are essential to the economic health of the community, and it recommends appropriate locations for the success of such uses. However, the Division has been studying Comprehensive Plan map changes between 1965 and 1977 across 15 miles of the county north of 71st Street. The population of Pike, Washington, and Lawrence Townships grew about 60 percent in the 15 years after 1960. In 12 years, the amount of commercial land shown on the Comprehensive Plan for just the northern halves of those three townships increased 365 percent -- from 510 acres in 1965 to 2370 acres on the 1977 Plan. No accumulation of mitigating facts and guesses -- that the acreage of the regional Castleton Square shopping center should not all be counted against the northern corridor, that most of the 1960-1975 population growth was north of 71st Street, that the suburban office market is a new thing under the sun -- seem able to justify much more expansion of Northside Plan-designated commercial centers. It is even less plausible that they should justify new commercial strips.

Attempts to locate individual commercial uses on small sites along thoroughfares, sites the size of one or two residential lots, take advantage of competitors who have settled in areas reserved for commercial use by the Comprehensive Plan. Petitioners, remonstrators, and government (not to mention attorneys, planners, and draftsmen) have spent thousands of hours and uncounted dollars over the years to promote and defend against this persistent activity.

Boundary Conflicts

A distinction ought to be made between designing a land use plan for an agricultural or undeveloped area and converting developed land from one use to another. The case of undeveloped "new" land requires a look ahead to land uses that almost naturally associate with other uses: schools, churches, and grocery stores with houses; restaurants and movie theaters with suburban shopping areas; mini-shopping centers with regional shopping centers. Conversions, exemplified by this discussion of the 86th Street corridor, require decision-makers to ponder the effects of new office and retail uses upon established houses in both the converted roadside strip and the row of lots behind it.

(4) Jane Brumleve, "Building Boom Swallows Northside Acreage," Indianapolis Star, 23 July 1979, p. 23.

One might conclude from the attitudes of 86th Street residents between Meridian and College that nothing stands in the way of the City changing its plan and its zoning policy to permit at least this little strip to become a commercial area. However, the end of a series of knotty rezoning decisions on the strip may be the beginning of years of irritation for the homeowners whose back and side yards suddenly become a residential-commercial boundary. Unless the City acts to prevent this boundary tension, it may only be exchanging one land use problem for another. The homeowner who feels that the business next door or nearby reduces the value of his house as a house, and so secures a commercial buyer and a zoning change, moves away, and leaves the situation to his neighbor: this imaginary citizen, and some whose comments in this report anticipate his actions, are witnesses to the problem of commercial edges. It is no solution to let commercial areas consume land at their boundaries until they merge or strike a natural barrier. It is not sensible to promote a narrow strip, in which the ratio of boundary length to land area is much greater than it would be in a compact commercial cluster.

Energy Use

Energy conservation has been adopted as a policy guide for many kinds of decision-making, including land use planning. The 1977 Comprehensive Plan for Marion County points out several things the community must do to conserve energy. Among them:

Encourage continuous, compact development, thereby using existing service facilities to the maximum.

Discourage sprawl.

Urge higher dwelling unit densities in transportation/ utilities corridors.

A recent publication of the American Planning Association's Planning Advisory Service (PAS Report #341, "Energy-Efficient Land Use") examines the conservation potentials for building and site standards, economic development planning, and land use planning. That report suggests that land use planning promote clusters of mixed uses -- office, commercial, residential -- probably in the form of planned unit developments. Furthermore, it urges that strip commercial areas, isolated offices, freestanding shopping centers, and other scattered commercial developments be avoided.

IV. RECOMMENDATIONS

Maintaining the Plan in the Study Area

Comprehensive Plan Adjustments

Drainage and Waste Disposal

Development Standards and Incompatible Uses

Maintaining the Plan in the Study Area

These Recommendations proceed from our study of the Area and from the public goals and objectives in the Comprehensive Plan. The Staff is well aware that homeowners along 86th Street and Meridian Street do not agree among themselves about new development. The same is probably true of the many more homeowners on quieter streets in the Study Area, residents who were not directly surveyed but who surely think, with the Nora Community Council, that 86th and Meridian are important and all-too-visible parts of their neighborhood. The questionnaire summary suggests that more people are likely to flee an invasion of retail businesses than an invasion of apartments. Yet the comments show persons rejecting both apartments and retailers but welcoming offices; persons looking forward to high rise condominiums as the acceptable alternative to any kind of commercial use; persons advocating a change here and an addition there to improve the neighborhood while their neighbors (and sometimes their neighbors' realtors) claim that the neighborhood is obsolete.

The City has declared a land use goal: to "develop and maintain patterns of land use which provide for livability and environmental quality throughout the community." Among several objectives subsidiary to the goal, the following are important in this study:

1. Maintain neighborhood continuity by reducing disruption and relocation problems.
2. Focus neighborhoods on centrally located business, public, and social cores.
3. Enforce strict land use and zoning policy to restrict harmful string commercial development and unplanned isolated retail activities.
4. Develop land uses in proper relationship to transportation facilities.
5. Identify capital improvements necessary to bring community environment to minimum standards in all aspects and to stabilize the value of residential property.
6. Encourage efficient use of land by combining commercial facilities with other compatible uses.

(from The Comprehensive Plan for Marion County, Indiana, 1977, pp. 28-29.)

The path toward a land use objective is seldom clearly marked, but we are still obliged to look for it. The owner of the Nora Plaza Shopping Center is revitalizing and modernizing the facility and adding commercial floor space. Nora Plaza recently lost a major tenant to the new North Meridian Shopping Center. Granted that a shopping center near the Meridian and I-465 interchange is a reasonable development decision, our free enterprise philosophy puts no barriers in the way of a business wanting to relocate there. But the City, although it must act impartially, does have an interest in maintaining healthy commercial and service centers. It will be difficult to support the revitalization of the Nora center while opening

up new commercial sites along every mile of thoroughfare and allowing new centers at every major intersection.

The commercial node concept continues to be viable and should be maintained by the Metropolitan Development Commission. Office and retail commercial growth should be encouraged in the locations shown for commercial use in the Comprehensive Plan. These commercial nodes, although they receive a few adjustments in the next section of this report, have logical boundaries. Isolated office buildings are energy-inefficient and are not desirable neighbors when built on small parcels. The persistent advance of retail businesses and offices along major street corridors, if unchallenged, will leave behind it the same inefficient development patterns one sees already on so many city thoroughfares.

86th Street and Meridian Street should be maintained as residential streets where the Comprehensive Plan now shows them as such. The presence of scattered "undeveloped" lots along a street is not a compelling argument for a decision (to favor commercial rezonings) which could so soon reverberate to the harm of the whole corridor. Enough current residents of the two thoroughfares seem willing to stay to justify a little confidence in the area's livability. Nevertheless, there have been changes in housing preferences since the mid-1970's, even among higher-income people. Residential use should therefore be allowed at higher densities on certain sites; these are described below. It can be in the form of cluster housing at "low" densities (3-5 units per acre) or low- and high-rise apartments at "medium" densities (6-15 units per acre). Combining these types in planned unit developments designed for efficient energy use is strongly recommended.

Comprehensive Plan Adjustments (See Map 7)

86th and Ditch Vicinity:

Expand the area designated for commercial use to the northwest corner of the intersection. The land south of the church should be for retail uses and the land west of the church for buffer commercial uses. Retain the wooded strip on the west property line as a natural buffer between the existing residential area and the designated commercial area.

Expand the area designated for commercial use south of Greenbriar Shopping Center onto a small remnant parcel near the entrance to Gardens of Greenbriar apartments.

8800-9600 North Meridian Street:

Extend commercial designation to the west side of Pennsylvania between 93rd and 96th, and to the south line of the Belle Meade Manor Apartments, to match current development and zoning. The DPZ Staff recommended these changes when they were requested.

Hold the south line of new office development at 88th Street on both sides of Meridian.

86th and Meridian Vicinity:

The northwest quadrant of the intersection is large parcel, over 16 acres, occupied by one house which faces Meridian. Consider two alternatives for the site: medium-density urban residential designation (6-15 units per acre) OR an innovative and carefully designed multi-family residential and office combination. Limit access from 86th and Meridian, and require front-age roads.

Vacant sites on the other three quadrants are much smaller and are adjacent to solidly developed single-family residential areas. Designate these parcels for medium-density urban residential use (6-15 units per acre). Access control is important as all of this land is very close to the 86th and Meridian intersection. "Quality" developments are essential to the success of the entire corners area.

Drainage and Waste Disposal

The Staff recommends priority attention to the drainage problem. Public improvements should be installed immediately where personal health and safety are in jeopardy. Individual households, businesses, and the like that are in danger should be notified by the Department of Public Works and told the nature of their problem and the solution.

The Department of Public Works should be asked to find specific solutions to the overall drainage problems in the Study Area, including public improvements to be made and private actions to be taken. The Department should also be requested to determine that the Area's interceptor sewer system is in condition to function as designed once the Broad Ripple lift station and holding tank problem is resolved.

The Department of Transportation should be advised of impending drainage improvements that will affect DOT's design and construction activities. The Department should also be asked to complete improvements, the need for which is currently recognized, in a timely manner--i.e., according to the Indianapolis Regional Transportation Improvement Program.

The Health and Hospital Corporation should be asked to raise the functional standards for individual liquid waste systems, and to require developers to post five-year performance bonds to assure that their installations function properly. The SCS District Soil Conservationist adds that drainage improvements, by lowering the water table locally, will help septic systems work better.

Development Standards and Incompatible Uses

If the Metropolitan Development Commission does choose to allow commercial uses on scattered sites in the midst of residential sections of 86th Street and Meridian Street, the Staff hopes it will agree that many issues raised in this study are indeed problems, even though the Commission would by its decision clearly disagree that they are serious problems. The Staff must urge:

the investigation, drafting, and adoption of physical development standards to safeguard the use and enjoyment of abutting properties and the vicinity, and to protect them from any adverse affects of the commercial property ; and

a decision about the degree of incompatibility with residences to be permitted. The questionnaire shows that personal reactions to a nearby commercial use will vary with both its size and its type--business office, medical office, personal service establishment, retail establishment.

Several kinds of standards should be considered:

1. Lot size.
2. Setbacks and percentage of lot coverage.
3. Building height and bulk.
4. Screening.
5. Drainage.
6. Traffic access and parking.
7. Landscape treatment.
8. Detailed site plan.
9. Architectural harmony.
10. Color and lighting.
11. Signage.
12. Quality of facilities.
13. Noise, odor, glare, or other kind of pollution or nuisance.
14. Recorded commitments.
15. Required City inspection after one year to verify adherence to the standards.

Consistently enforced standards for non-residential land uses can protect adjacent homeowners from aesthetic intrusions; indeed, a scrupulously maintained business can be a better neighbor than a careless household. On the other hand, standards probably will not ward off impressions that part of the neighborhood is "going commercial." The Staff supports development standards for the good they can do, but standards are not a substitute for decisions founded on the Comprehensive Plan.

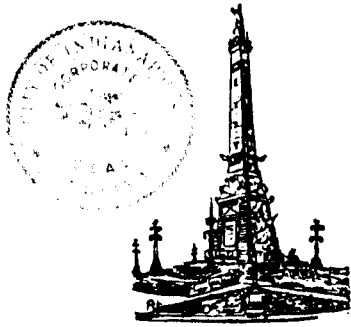
APPENDIX

86th Street Meeting Announcement

Questionnaire Cover Letter

86th and Meridian Streets Questionnaire

Development Comments by Respondents



CITY OF INDIANAPOLIS

WILLIAM H. HUDNUT, III
MAYOR

BRUCE C. BROWN
ADMINISTRATOR

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
2041 CITY-COUNTY BUILDING
INDIANAPOLIS, INDIANA 46204
(317) 633-3434

May 21, 1979

Dear Property Owner:

The Land Use and Zoning Committee of the Metropolitan Development Commission has directed the staff of this Division to study the 86th Street Corridor between Keystone and Ditch Road. For this purpose the Division staff is requesting that you attend a meeting designed to respond to the Development Commission's need for a clear understanding of the development potentials in this corridor.

We are attempting to bring together;

- (1) Owners of potentially developable property along 86th Street in this area and associated sections of major cross streets.
- (2) The neighborhood associations represented by the umbrella group -- Nora Community Council Land Use Committee, and
- (3) The staff of the Division of Planning representing the Metropolitan Development Commission.

We would like to (A) determine your long-range desires and immediate objectives for your property, (B) exchange ideas and (C) explore alternatives. The products of this meeting will be incorporated into an overall evaluation and recommendation from the Division staff to the Metropolitan Development Commission regarding further development in this area.

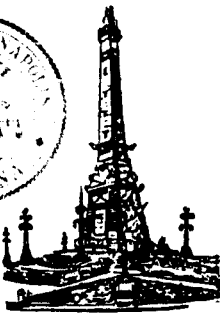
We have set the meeting for 1:00 P.M. on Tuesday June 12, 1979 at the Leppert and Copeland Mortuary at 740 East 86th Street.

If you are interested in attending this meeting, we will appreciate notification by June 4, 1979 in order that the size of meeting room may be determined.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Wayne C. Depew', is written over the typed name.

Wayne C. Depew
Assistant Administrator
Areawide Planning
633-3331



CITY OF INDIANAPOLIS

WILLIAM H. HUDNUT, III
MAYOR

BRUCE C. BROWN
ADMINISTRATOR

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
2041 CITY-COUNTY BUILDING
INDIANAPOLIS, INDIANA 46204
(317) 633-3434

TO: Residents of portions of 86th Street and Meridian Street

FROM: Wayne C. Depew

DATE: July 11, 1979

The City's Division of Planning and Zoning is studying land use along 86th Street, between Ditch Road and Keystone, and along Meridian Street near its intersection with 86th. Both streets, Meridian and 86th, are classified as major thoroughfares, but both are lined with houses for many blocks between the commercial clusters at 86th and Ditch, Nora Plaza, Keystone at the Crossing, and Meridian north of 88th. The planning staff is particularly interested in your opinion of the livability of these residential areas. We hope that you, the owners and occupants of houses on lots touching 86th and Meridian Streets, can help us by completing and returning the enclosed questionnaire. The questions seek your opinions and impressions of the area you live in, not statistical information about you or your family.

We will appreciate the return of this questionnaire by July 20th. A stamped, addressed envelope is provided. The results will be discussed with the Metropolitan Development Commission and with neighborhood organizations concerned about the ultimate development of the 86th Street corridor.

Thank you.

(If you have questions, call Bruce Thomson or Wayne Depew at 633-3331.)



DMD--Division of Planning and Zoning
86TH AND MERIDIAN STREETS QUESTIONNAIRE

- 1) How long have you lived in your present house?

_____ years and _____ months.

- 2) Have you noticed changes in your immediate area since you moved into your house?

_____ No.

_____ Yes; the changes include: _____

- 3) How does traffic noise on your street affect you?

_____ I'm never aware of it.

_____ I sometimes notice it, but it is not a problem.

_____ It occasionally bothers me.

_____ It is a disadvantage to living here.

- 4) If other people on your street continue to maintain their homes, and the immediate area remains residential, would traffic conditions alone cause you to consider moving to another house?

_____ Yes.

_____ No.

_____ I don't know.

- 5) If the closest piece of vacant land on your street is built upon, and that land is thereafter legally occupied by one of the non-residential uses in the list below, would this cause you to consider moving to another house?

(The list is on the other side of this sheet.)

Questionnaire Continues
Over



<u>LAND USE</u>	<u>Would Consider Moving</u>	<u>Would Not Consider Moving</u>	<u>Depends on Design; Don't Know</u>
Apartments	_____	_____	_____
Small Office Bldg.	_____	_____	_____
Large Office Bldg.	_____	_____	_____
Retail Commercial	_____	_____	_____

- 6) If an adjacent residential property is converted to one of the non-residential uses in the list below (assume, for this example, that a new building is erected on the property), would this cause you to consider moving to another house?

<u>LAND USE</u>	<u>Would Consider Moving</u>	<u>Would Not Consider Moving</u>	<u>Depends on Design; Don't Know</u>
Apartments	_____	_____	_____
Small Office Bldg.	_____	_____	_____
Large Office Bldg.	_____	_____	_____
Retail Commercial	_____	_____	_____

- 7) We are interested in your thoughts and ideas about further or final development along 86th Street and Meridian Street in the area that we're studying. The space below is provided for these and any other comments you care to make. It may help to pose our question this way: You have probably passed a vacant tract on your street and thought, at one time or another, "It would be nice if someone did something with that land." What was the "something"? Why would that land use be appropriate?

DEVELOPMENT COMMENTS BY RESPONDENTS (Question 7)

Street Segment 1. West 86th, Meridian to Ditch

The land on 86th and Meridian Streets is obviously best suited for development for other than single-family residences. The street is too busy for anyone to choose to move there, at least unless the house is far removed from and well screened against the street. The factor most likely to cause me to move is the improvement of 86th to a 4-lane limited access road from which I cannot turn left into my lane or into which I cannot turn left from my lane. Otherwise, I will move only for personal or family reasons. The development of the surrounding streets is not likely to cause a move. Apartment, office and commercial development are reasonable and anticipated. The vacant lots that formerly existed along 86th and Meridian were highly acceptable as vacant lots, but it is impractical to expect them to remain that way. I have not objected to the "somethings" that have been done with them.

I see no problem with commercial usage of vacant ground. I believe the Nora Community Council's attitude that these two corridors should be residential is ludicrous. I believe planned commercial and office usage will enhance this area. I am in favor of additional commercial usage of vacant ground.

In our opinion, 86th from Castleton to 421 will end with all of the above (apartments, offices, retail commercial) being built.

Low-density housing, i.e., town houses or houses or two-story apartments (max. height); church.

Remain "Residential" in nature from present commercial at Ditch Road east to College Ave., and Cholla Rd. to Keystone Ave.

The only thing that would bother us is traffic, which is getting bad since St. Vincent's Hospital was built west of us.

Street Segment 2. East 86th, Meridian to College

Because of the high volume of traffic on 86th Street it is inappropriate to assume it will stay residential. 86th St. is the only major East-West artery north of 38th St. We have always assumed any vacant tract of land along 86th St. would become commercially zoned. As it stands now, many businesses are being conducted in the homes on 86th St.; and we've actually found this to be convenient to frequent neighborhood merchants and professionals. We do not foresee rezoning 86th St. as undesirable, nor do we see it increasing the already high traffic volume.

(86th from Ditch to Keystone) is not longer a residential street. Changes in property usage over the years are inevitable. Land on and along 86th Street from Ditch Road east to Keystone cannot effectively be used for alternating purposes. The present existing commercial usage of this area is of such dynamic impact and magnitude as to render properties presently used for single-family homes totally and completely impractical and "out of step" with zoning previously granted to legally-occupied non-residential uses. Realistically, truck and automobile traffic between Meridian and

Westfield must be recognized as not conducive to nor typical of that type traffic existing on residential streets in truly residential areas.

With the development of 86th Street into a four-lane divided roadway, it is my opinion that all frontage on 86th Street should be zoned and developed for business use. It is very disturbing for people with residential property to live with increased traffic and business development on both sides of your property. Also, with the hit-and-miss zoning and development of 86th Street for business, residential property values have not appreciated such as in 100% residential areas.

Inasmuch as this corner of 86th and Meridian is surrounded to the North, East and West by shopping centers, it is a foregone conclusion, in our opinion, that 86th and Meridian Streets will gradually go toward commercial enterprises of some sort--certainly not single-family dwellings, as some "die-hards" persist in pursuing. The alternative, as we see it, is to permit high type office and professional buildings to absorb those corners. We feel buildings such as were proposed by Mark Bell, for 86th and College, and the Boyd and Sons Realty Co. would be very acceptable to us. If buildings were limited to not more than 3 stories, we feel it could be planned in such a way that they would blend in well with the existing residences. Also well designed banks would be welcomed. The development of any type of multiple housing--expensive or not--would be totally out of place on those corners. The area of Spring Mill and 86th is supplying that need sufficiently for this immediate location. We deplore the type of multiple housing approval given to the Born Corporation, and we feel they will not construct a compatible development with surrounding residences. Also, we would certainly object strenuously to any type of "eateries". Surely there are enough of them already.

It's a shame a few people that doesn't live on 86th St. has the say what will go in some of the area. Most of them don't even know what the area looks like. The building they wanted to put at College and 86th and at the northeast corner of Meridian and 86th would have been a big improvement, much better than low-income apartments. We are proud of our homes and want some nice buildings. I don't think we need a six-lane road. If we had four lanes all the way on 86th St. it would be nice.

The Meridian corners are vacant. We know that a well designed office building wouldn't hurt us. A large one could.

A small office building would not create any substantial increase in the already busy traffic, but would make the land use acceptable, if well landscaped. Most small office buildings do not have night activities. The only way we can tolerate the noise of the 86th Street traffic is by using storm windows and year-round air conditioning. The outside yard is unusable.

I much prefer seeing an attractive, well-built, properly cared-for structure on a well-kept landscape than a vacant lot that stands neglected, with weeds allowed to grow and most likely allowed to be an eyesore, year after year after year.

It would give variety to the area. Look at the great towns and cities of Europe (as in France and Germany)--real charm with variety in large masses of dwellings & buildings, all different. That's the way you express a local culture. How many cities or towns in Indiana have real charm??

It would be more appropriate for vacant land near 86th and Meridian to be used as a residential area, due to the fact that 86th is so heavily traveled that any commercial development would put a serious kink in the local traffic pattern. The great expense of altering existing streets and intersections to benefit a small number of private commercial operations seems unfair to me.

Street Segment 3. East 86th, NCHS to Keystone

Unless 86th is developed for business or commercial uses, the property (residential) will fall in value. Commercial properties are being developed east of Keystone and by comparison the residential properties west of Keystone are declining in value (relative).

There is a farm across the street from us. It could very easily be used for any of the aboved mentioned usages (apartments, offices, retail commercial). At present it is hard to know what we would do "if". However, we recognize that more than likely all of this area will become non-residential and don't feel it necessary to resist. The homes on our side could be used for doctors' offices or other such and would not hurt residents on the side streets (Elrico, Manderley, Driftwood, Cholla).

The land opposite us is now farmland. If it were to change I hope it would be as an addition to North Central or possible a Jr. College. I do not believe we need more shopping with Nora Plaza and Keystone at the Crossing already here. Also the additional offices just built west of Nora Plaza have caused much more traffic.

Originally this area was beautiful, but now it is becoming trashy. Why not try doing something that would make for pleasant surroundings instead of always thinking about the almighty dollar?

I have seen "pressure" rezoning, and I'm willing to fight to protect good residential zoning along our area. (Comments elsewhere on office and retail commercial: "I'd fight these in courts.") What's wrong with a vacant lot? A change should conform with those on either side. It should not be just for "fat profit" by non-resident.

This respondent adds:

I think a grass 15' strip (on plans for new 86th St.?) is nuts--County doesn't cut present weeds or grass along roads now.

Dwellings of single variety, or school.

Prefer land!

The only problem here is going east or left out of our drive onto 86th St. It would help if this strip between Driftwood St. & North Central H. S. were widened as at either end, but without a divider down the middle. If there is a divider, and one cannot go east out of the drive, then we would have to go west to Westfield (the next street going south), or make a U-turn in order to go the other way.

Street Segment 4. 8400-8600 Meridian

Our thoughts on the land at the corner of Meridian and 86th St. are that it would be nice for homes, condo or apartment. We feel there are enough office buildings on 86th St. and north of 86th on Meridian.

I plan to live at this location for 5 to 10 years. What happens after I sell my home is of no concern to me, unless the plans for that area affect the resale value of my home. Anything non-residential in the 86th and Meridian area would most likely cause me to move at that time, but that could be acceptable if I were to get something from the deal. Therefore, although I would prefer the entire area to remain residential, if, quite frankly, my own property were also rezoned I would not argue with other zoning changes.

On the vacant lots I would prefer to see residential homes being built. On the corners of 86th and Meridian I think it would be in the best interest of the area to have condos built, even to the height of 6 or 8 floors. I feel the condos would be priced high enough to have a more mature owner and the price would be high enough to make the owner keep the property in good condition. The above is in preference to businesses, shopping centers, etc.

Every area of the City should avoid at all cost "Business Strips" in residential concentrations. Strategically situated commercial centers such as we have retain the residential integrity of our neighborhood. Undeveloped property along 86th and Meridian Streets has become commercially valuable because of traffic generated by local residents. Land values will remain high as long as there is a likelihood of commercially favorable rezoning. With that thought in mind land cannot be priced in line with competitive residential development. Therefore, it seems the only way to retain single-family dwellings and avoid the degenerative effects of apartments is to develop high-density homes in the form of condominiums. I would accept this alternative. (Also: Business development to the north has caused excessive water flow through our property.)

Since the majority of land on either side of Meridian Street starting immediately south of 86th Street is now occupied by quality expensive residences for a long distance south, it would be disastrous to allow anything else to be started in this area. There is already plenty of land on Meridian Street north of 86th Street that is mixed retail commercial and professional, with room for more, and it should be confined to that area. As for 86th Street itself: Since there is a reasonable size shopping center a short distance in either direction from Meridian Street, I would not like to see any more retail commercial permitted in that area. Further use by similar business to that already established between Spring Mill Road on the west and College Avenue on the east within that boundary would not be objectionable to me. But, Please! Let's not change the present form of occupancy on Meridian Street south of 86th Street from what it is now.

There should be sewer and water in this area--82nd to 86th Street; also better drainage along Meridian St. Water from North, South, and East drains on our yard and gets on back porch--But no one seems to listen. The lots on the northeast corner of Meridian stand in water, so I don't see how anything could be built on that ground.

Zoning for office use on Meridian should have been limited to north of 91st St. The Nora area is now too congested with traffic to North Central H. S. and the offices located in that area. The vacant land could better be used for well designed apartments or homes. Someone has to say stop--enough is enough. It's up to the zoning board!!!

It would be nice if someone built a nice home on vacant lot.

Street Segment 5. 8600-8800 Meridian

Both 86th St. and Meridian St. are major thoroughfares, and, in my opinion, no one would want to build an expensive home on either street now. So residential is no longer the highest use of the land. Owners of the land have a problem if they want to sell, as it is unwanted for residences and zoned against commercial. It should be used for attractive office or similar buildings, not retail as there is ample retail at Ditch, Nora Plaza, and Meridian North. Also no filling stations.

It would be very appropriate for residential use and keep commercial interests out, Period!

I am only interested in seeing nice residential homes in this area. There is far too much traffic now for any other commercial establishments. Plans are in for many condominiums, apartments, etc., on Spring Mill Rd., which will add to the traffic pattern. When I moved here 26 years ago it was peaceful! It was country! This is not true now!

I would hope that the area would remain residential. Drainage--not noise--is the real problem in this area.

